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2 November 1965

MEMORANDUM FOR: D/DCI/NIPE

SUBJECT: Planning-Programming-Budgeting

REFERENCE: BOB Bulletin No. 66-3, Subject as above,  
dtd 12 Oct. 65 and Ltr dtd 13 Oct 65 related  
thereto from D/BOB to DCI

The Intelligence Community has one more chance, and it may be their last, to get together and develop their own intelligence oriented system or method to achieve coordinated planning and programming. Continued failure to do this will lead to further and possibly complete domination of the Community by those who are budget oriented and primarily concerned with the dollar cost rather than the intelligence effectiveness of the Community's efforts.

Many of the criticisms contained in paragraph 3 of reference bulletin are entirely valid with respect to the Intelligence Community and although progress is being made in the development of planning and systems analysis within the member agencies, no steps are being taken to ensure that these individual efforts are coordinated so that the data resulting from each will be commensurable.

You cannot have systems analyses until you have systems to be analyzed and each of the systems should be based on some degree of standardization otherwise no real consideration of "alternatives" or the "cost effectiveness" of one as against another is possible. However, these standards and coordination procedures should be developed from within the Community and by intelligence people. Unfortunately, the BOB has already stepped into the vacuum and has provided very specific guidance in this area (see paragraph 5 of reference bulletin) and you will note on page five (paragraph 5 b)

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a statement that "It is also desirable to develop program formats which facilitate comparisons across agency lines". Once again the BOB rather than the Community has taken the lead in fostering this worthy effort, the resulting formats will probably be budget rather than intelligence oriented, and the "comparisons" will be made by the BOB and from a budgetary rather than an intelligence perspective.

In essence, it would appear that the [redacted] planning, programming and budgeting has become the way of life for the entire Government so there is no point in the Community continuing to fight the problem with an inertia supported by a faith that somehow, sometime, this too shall pass. It won't, so they had better join up and try at the very least to present a united and coordinated front to the BOB.

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I have a faint hope that the USIB might, out of fear rather than desire, be willing to join forces and establish a small and informal working group to coordinate their responses to this bulletin. Such a group could also try to develop some method whereby the Community could in the future coordinate its planning and programming and conduct its own, in-house and in-depth analyses separate and apart from that which will be done by the BOB and their counterparts in OSD, etc.

If the USIB will not take action, then I urge that the DCI move out unilaterally under his authority to make "surveys" under NSCI No. 1 and try to accomplish the same result in that way.

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